COMMANDERS DIGEST

DEPARTMENT OF DEFENSE • WASHINGTON, D.C.

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President Nixon's Memo Emphasizes:

Program Evaluation Vital To Federal Executive Management

Program evaluation is one of the most important management responsibilities facing the Federal executive. This was the gist of a memorandum issued by President Richard Nixon last May to Defense Secretary Melvin R. Laird and heads of all other executive departments and agencies.

Among the specific areas that the President called attention to were:

—A critical examination of program objectives.

—Analyses of program effectiveness.

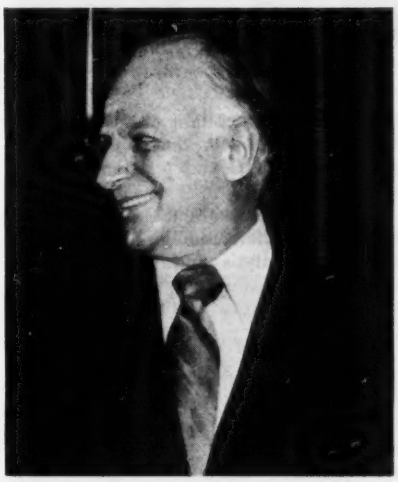
—Consideration of alternative approaches to achieving the objectives which would produce the same or greater benefits at the same or lower costs.

A Blue Ribbon Defense Panel report to the President and Secretary of Defense last year also recommended that "Analytical capability should be strengthened throughout the (Defense) Department. . ."

This is when economic analysis and the Defense Economic Analysis Council (DEAC) came into the picture.

Present Concept

The present concept of economic analysis within the Department of Defense is heading toward its third birthday as a formalized program under DOD Instruction 7041.3. Economic analysis as embodied in this instruction, dated Feb. 26, 1969, boils down to a simple question—"Is the benefit of the project worth the cost?"



ASSISTANT SECRETARY MOOT

At a Nov. 5 meeting of the Defense Economic Analysis Council, Robert C. Moot, Assistant Secretary of Defense (Comptroller), set the tone of the conference when he said, "As the second year of the Council commences, it is appropriate to pause and reconsider why we established this group and the progress that is being made. Very simply, our purpose was to strengthen analytic capabilities within the DOD. In so doing, we wanted to improve the process for making resource allocations and for handling the many competing demands on the shrinking defense budget."

The assistant secretary emphasized that Council members must provide leadership in building upon the start that had been made last year by the DEAC toward the goal of strengthening analytic capabilities within all components of the Defense establishment.

New Chairman

In introducing the new Council chairman, Colonel E. W. Edmonds Jr., U.S. Air Force Assistant Comptroller, Assistant Secretary Moot pointed out that Col. Edmonds, ". . . brings to this group a wealth of knowledge and experience in the field of management analysis, cost analysis and comptrollership."

Mr. Moot said the three areas that he had emphasized at a meeting Oct. 30, 1970 were still of vital importance. These were:

1. The importance of economic analysis in today's management environment in DoD.

2. The need for DoD components and managers to make hard program choices in using the results of cost benefit and cost effectiveness studies.

(Continued On Page 2)

Secretary Laird Praises Domestic Action

Defense Secretary Melvin R. Laird, who was the keynote speaker Dec. 14 at a meeting of the Domestic Action Council, said he was impressed with the Domestic Action record compiled by active duty and Reserve units of the Military Departments and Defense agencies. Mr. Laird told the council, presided over by Assistant Secretary of Defense (Manpower and Reserve Affairs) Roger T. Kelley, that the Defense Department's goal is to make Domestic Action an integral part of military life. Secretary Laird's remarks begin on page 4.

PROGRAM EVALUATION

(Continued From Page 1)

3. The role of DEAC members in stimulating and encouraging others in DoD to use these techniques.

These objectives, Mr. Moot stressed, are still as important today as they were then, and, perhaps more so, because of increasing demands from the Congress that DoD budget proposals be backed up by sound analyses.

Reminded Group

Assistant Secretary Moot reminded the group that when he established the Council last year, ". . . there had been a lot of discussion about the topic of economic analysis, but there had not been enough evidence of deeds. . .

"However," he continued, "while we still have a long way to go there has been much improvement over this past year."

He went on to say that many of the "Doubting Thomases," as far as economic analysis is concerned, ". . . have been using many of the techniques of economic analysis but in an informal, unorganized manner."

Col. Edmonds, in accepting the chairmanship of the Defense Economic Analysis Council, spelled out his understanding of the primary responsibilities of the Council and its members. They are to:

—Promote effective application of economic analysis in the planning, programming, budgeting, evaluation process and in subsidiary decision-making processes of DoD.

—Encourage functional and program managers and analysts in improving the quality of analysis and in strengthening analytical capabilities.

—Evaluate and make recommendations for improving analytical processes for using economic analysis and program evaluation techniques to justify and support resource consumption decisions.

—Assist in the resolution of problems related to the use of economic analysis and program evaluation.

—Formulate and recommend criteria and internal procedures required to implement guidance for doing analysis that may be issued by the Office of Management and Budget, the General Accounting Office, or legislated by the Congress.

—Provide for intra-departmental communication, cooperation and support in matters dealing with the application of economic analysis and program evaluation.

COL. EDMONDS

—Develop educational programs to foster an understanding of the techniques of analysis and to enhance its usefulness to managers, operations personnel and analysts.

Competent Representatives

The Office of the Secretary of Defense, the Military Departments and Defense agencies have appointed competent representatives to the Council. They are authorized to take action on matters under consideraion by the Council, it was noted.

"Proof of the pudding," as far as any program is concerned, is its practical application. Representatives of the various military services present at the meeting of the Council brought other members up to date on the application of economic analysis within their respective departments.

Lieutenant Colonel Leslie R. Shears, Office of the Comptroller, USAF, reporting on that Service's progress in the area, said, "Economic analysis is conducted within all major commands in virtually all functional areas. It has long been a 'way of life' in the evaluation of various weapon systems options and for the justification of construction projects."

Air Force Savings

He cited one application of economic analysis that brought about a saving to the Air Force.

Two Air Force bases were threatened with the interruption of their aviation fuel supplies when the company which supplied the fuel approached bankruptcy. There were four alternatives:

(1) Take no action, await sale of facilities and attempt to contract with the purchaser.

—This was found to be too risky a proposition for units with operational commitments.

(2) Receive fuel from another location through the use of tank trucks and trains.

—This was found to be extremely expensive.

(3) Build new facilities at a different location.

—This proposal was unsatisfactory since it was costly and in the event of a base closure it was a real probability that no purchaser for the facilities could be found in the area.

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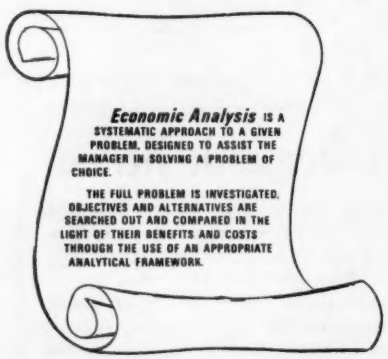
Economic Analysis IS A SYSTEMATIC APPROACH TO A GIVEN PROBLEM, DESIGNED TO ASSIST THE MANAGER IN SOLVING A PROBLEM OF CHOICE.
THE FULL PROBLEM IS INVESTIGATED, OBJECTIVES AND ALTERNATIVES ARE SEARCHED OUT AND COMPARED IN THE LIGHT OF THEIR BENEFITS AND COSTS THROUGH THE USE OF AN APPROPRIATE ANALYTICAL FRAMEWORK.

COMMANDERS DIGEST

A publication of the Department of Defense intended to provide official information to commanders and key personnel on matters related to Defense policies and interests, and to create better understanding and teamwork within the Department of Defense.

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USAF Seminars Provide Policy Guidance

Social Issues Frustrate, Offer Challenges To Commanders

Social issues currently facing the Nation have vastly complicated the life of the military commander. Problems of the civilian community have become problems of the military community. Drug abuse, race relations, dissent and protest, labor relations, and others have presented commanders with new challenges, new frustrations, and the necessity of new responses. In the past, few commanders have had training or much prior experience in resolving these contemporary social problems on the scale demanded today.

In late 1970, the U.S. Air Force recognized commanders' growing need for authoritative information on current policy concerning contemporary social issues. This recognition evolved into an educational program which brings Air Staff action officers and field commanders together in seminar sessions. In these forums, the "regular crew chief," who staffed the latest edict or guidance, can explain, defend and expound upon it directly from the platform or across the table to the commander who must pursue the directive to fruition. At the same time, the Air Staff member obtains from the commander, who must deal with concrete problems, ideas to incorporate into his future planning.

The USAF Commanders' Seminar started April 12, 1971 at Maxwell AFB, Alabama. The 4½-day course is conducted by the Air University Institute for Professional Development. Officers assigned or being assigned as wing or base commanders attend the sessions which are held at approximately two-month intervals. By the end of the year about 200 base/wing commanders, or selectees for such assignments, including members from the Air Reserve Forces, will have attended the course.

The curriculum was designed to address 10 major problem areas. In each, the commander hears the policy from the action officer, has the opportunity to directly question the speaker and discusses points of interest with fellow commanders.

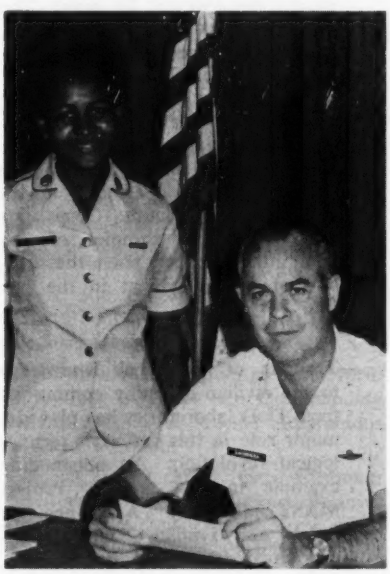
Contacts made at the seminar do not dissolve when the participants leave Maxwell. There is considerable future potential in the personal relationships that have been established.

Instructional areas are:

1. **Contemporary Attitudes and Perception Techniques,** which deals with changing values in our society, and suggest ways to improve effectiveness through use of improved motivation, communication and decision-making techniques.

2. **News Media/Congressionals** alerts commanders to the proper procedures for responding to news media and high-level inquiries.

3. **Air Force Drug Abuse Program** covers the scope of the drug problem in the armed forces, its nature, and control measures available, with emphasis on DoD and Air Force philosophy, policies, and programs, including rehabilitation, administrative actions, and disciplinary actions.



EQUAL OPPORTUNITY. Brigadier General Ralph S. Saunders, Commander, 60th Military Airlift Wing at Travis AFB, Calif., practices his open-door policy. Taking her problem straight to the top is Airman First Class Shirley A. Jones who talked at length with the general about receiving an overseas assignment.

4. **Implications of Zero Draft** considers the background, objectives, and current status of Project Volunteer, and the commander's role in reaching this goal through base-level action.

5. **Air Force Equal Opportunity Program** presents the issues involved and the means of dealing with the desires, requests, and demands of minority groups.

6. **Labor Relations in the Federal Government** concerns the commander's increased role in labor relations management as a result of recent Executive Orders and the rapidly-increasing membership of Air Force civilian employes in labor unions.

7. **USAF Domestic Action Programs** outlines the origin, mechanics, and progress of the Air Force programs to date, and the need to improve these programs at all bases within the CONUS.

8. **Personnel Litigation** presents the implications, limitations, and mechanics for dealing with conscientious objection, discharge procedures, restraining orders and civilian personnel adverse actions.

9. **Dissent and Protest** concerns the problems of command and the legal courses of action when dealing with dissent and protest activities.

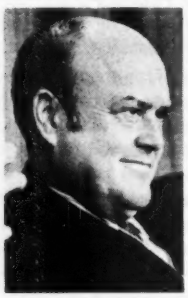
10. **Air Force Inspector General** reviews recurring deficiencies found in recent unit effectiveness inspections, and suggests specific ways in which resource management and utilization can be improved.

Each attendee at the Seminar is given a special package of background material. The material contains articles by leading civilian and military experts on the multiple aspects of the problems considered in the Seminar and examples of specific cases that have arisen, how they were handled and suggestions for further considerations and discussion. Commanders are encouraged to use this material, and material which will be provided at a later date, to conduct similar seminars for key base officials.

Mr. Laird Praises DoD Council

Defense Secretary 'Impressed' By Domestic Action Record

Roger T. Kelley, Assistant Secretary of Defense (Manpower and Reserve Affairs) and Col. William E. Brown Jr., Special Assistant for Domestic Action Programs, recently briefed me on the over-all results of the 1971 Domestic Action Program. I was very much impressed at the briefing with the Domestic Action record compiled by active duty and Reserve units of the Military Departments and DoD agencies.



MR. LAIRD

As I have mentioned to the President [Richard Nixon], the significance of this impressive record lies in the fact that it has been accomplished while we maintained full effectiveness in the performance of our primary mission. . . . military commanders, in their usually efficient manner, picked up the gauntlet laid down by this council 2½ years ago to consider the Domestic Action implications of their daily decisions as a matter of habit.

I . . . commend this council for the part it has played in the Domestic Action success story. Individually and collectively you have provided the leadership, guidance and encouragement necessary to steer the program through its early difficult days and months. I congratulate you on your success.

Six General Areas

In a speech [at a commencement address at St. Leo's College, St. Leo, Fla., in April 1969] I outlined six general areas in which . . . the DoD could do more toward resolving our domestic problems. These areas and some of the gains we have made toward that commitment [are]:

—In **Procurement,** DoD has provided progressively greater support to minority business firms over the past three fiscal years. We have gone from 28 awards of contracts in Fiscal Year 1969, totaling over $8 million, to 157 awards in FY 1971 totaling over $28 million.

"Individually and collectively, you have provided the leadership, guidance and encouragement necessary to steer the [Domestic Action] program through its early difficult days and months."

—**Manpower** programs have expanded by leaps and bounds. **Projects Transition, Referral** and **New Standards** now insure that those who leave military service are better prepared to serve society than when they entered the military.

—**Summer Hire Program** for young people each summer has provided gainful employment for many. This past summer 46,000 youths, 35,000 of whom were disadvantaged, reaped the benefits of this employment.

—**Project Hire** for native Alaskans, **Project Value** for the hardcore unemployed, and our cooperation with the Department of Labor in the Neighborhood Youth Corps are other excellent examples of our commitment to help solve the problem of unemployment in the Nation.

Technical Knowledge

—**Transfer of Technical Knowledge** to the civilian scientific community from DoD laboratories has played a major role in this country's technological revolution. An outstanding example in this area is **Project MAST (Military Assistance to Safety and Traffic).** Since the inception of this program in July, 1970, military helicopters have flown 767 missions and evacuated 983 civilian patients in response to requests from local civilian agencies.

—**Assets** of . . . DoD—in terms of plants, facilities and equipment—have been transferred to the civilian sector in increasing numbers in the past two years as our installations have been closed or relocated and equipment has been declared surplus. We look for even greater Domestic Action activities in this area as the Department increasingly converts from a war to peace footing. In cooperation with other Federal Agencies (such as OEO, HEW and the new ACTION agency), we will insure that excess assets are transferred to those in need.

Community Relations

—In the area of **Community Relations** we have made our most spectacular gains. At military installations across the country the DoD provides residential and day camps for young people. This program has expanded from a total of 250,000 young people in the summer of 1969, to over 2.7 million young people this past summer.

—The last of the six areas I outlined was **Equal Opportunity.** Although the DoD has pioneered in insuring equal rights and opportunities for our servicemen and employees, we continuously seek new ways and means for insuring equal opportunity and racial harmony in the Department. One significant example of our efforts is the Defense Race Relations Board and the Defense Race Relations Institute to administer a new education program in Race Relations for all members of the armed forces.

Thoughts To Consider

Up to this point I've discussed the past accomplishments of this Council and the Domestic Action Program. I'd like to leave you with some thoughts to consider as you plan for the future of the program. [These are]:

—The basic guidelines governing Domestic Action Program activities are good ones; the program is a proven success.

". . . military commanders, in their usually efficient manner, picked up the gauntlet laid down by this council 2½ years ago to consider the Domestic Action implications of their daily decisions as a matter of habit."

—As we move from a war to peace posture there will be increased opportunities for more innovative and challenging programs. I foresee DoD participation in more projects such as Project Home Run to coordinate the distribution of excess equipment and supplies as we continue with President Nixon's policy of reducing U.S. forces in Vietnam.

—There is a definitive limit to the number of young people we can support in our community relations programs. I think we may be approaching that limit. Perhaps our emphasis from this point on should be directed to improving the quality of the on-going programs.

—In the past 2½ years, the emphasis of the Domestic Action Program activities has slowly changed from tentative experimental projects to recurring programs which are accepted as a normal part of the over-all operation of the Military Departments.

Update Directives

—We must continuously update DoD directives and Service regulations to allow for Domestic Action activities where legally possible. For example, many of our programs are currently hampered because of policy restrictions on transportation of civilians in military vehicles.

As I mentioned earlier, our goal is to make Domestic Action an integral part of military life. I am confident we are rapidly moving toward that goal. To achieve it, however, we at the top of the Defense pyramid must seek out every opportunity to speak out about the Domestic Action Program. . . . Let every serviceman and DoD civilian employe know that this program has the backing of the entire DoD management team. If we do that, we will have contributed our part toward the accomplishment of our DoD Human Goals.

President Nixon Lauds Savings Netted By Military Suggestions

THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

In accordance with the provisions of 10 U.S.C. 1124, I am pleased to forward the reports of the Secretary of Defense and the Secretary of Transportation on awards made during fiscal year 1971 to members of the Armed Forces for suggestions, inventions and scientific achievements.

Participation by military personnel in the cash awards program was authorized by the Congress in September 1965. There could be no better demonstration of the program's success than the fact that tangible first-year benefits in excess of $555 million have been realized from the suggestions of military personnel since the program began.

The tangible first-year benefits resulting from adopted suggestions submitted by Department of Defense and Coast Guard military personnel during fiscal year 1971 totaled $117,676,188, the second highest annual amount in the history of the program. Cash awards presented to military personnel for their adopted suggestions during fiscal year 1971 totaled $1,919,121.

RICHARD NIXON

THE WHITE HOUSE,
December 9, 1971

GEN. CUSHMAN NAMED MARINE CORPS COMMANDANT

Marine Corps Lieutenant General Robert E. Cushman Jr., Deputy Director of the Central Intelligence Agency for more than two years, has been nominated to be the new Marine Corps Commandant, a post that will promote him to full general. He will succeed General Leonard F. Chapman Jr., who is scheduled to retire Dec. 31.

Prior to his CIA appointment in April, 1969, Gen. Cushman was Commanding General of the III Marine Amphibious Force in Vietnam.

Earlier in his career, Gen. Cushman served as Assistant for National Security Affairs to President Richard Nixon when Mr. Nixon was Vice President of the United States.

The out-going Commandant, Gen. Chapman, was nominated by President Lyndon B. Johnson on Dec. 4, 1967. He became Marine Corps Commandant and was promoted to four-star rank Jan. 1, 1968.

GEN. CUSHMAN

PROGRAM EVALUATION

(Continued From Page 2)

(4) Buy the facilities and contract their operation.

—This was the cheapest and most advantageous course of action and was recommended and accepted as the best solution.

Analysis Applications

It is through such applications of economic analysis throughout the Defense Department that substantial savings are realized.

Col. Shears commented particularly on how useful economic analysis had been in making decisions about expansions and acquisitions of Automatic Data Processing (ADP) systems. This was due, primarily, to former Deputy Secretary of Defense David Packard's memorandum to the Services, dated February, 1970, declaring a moratorium on future acquisitions not supported by cost-effectiveness studies required by DoD Instruction 7041.3.

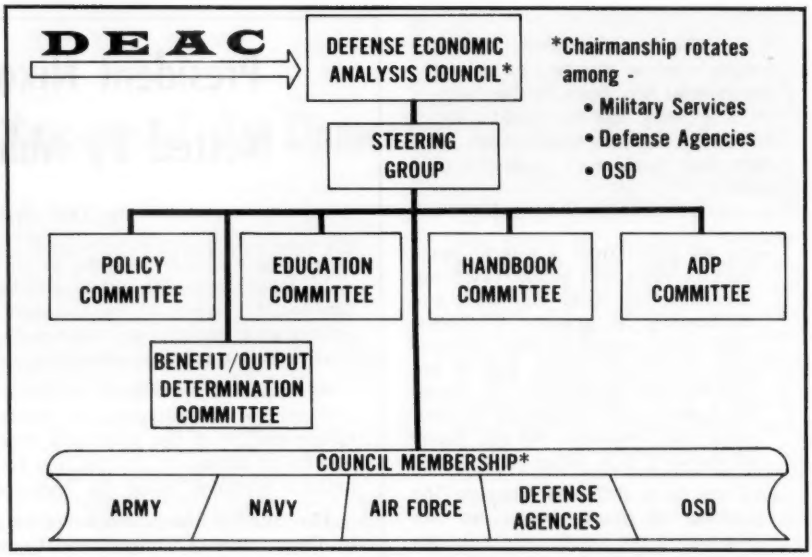
At the same time, the Air Force is looking to another area, military construction for future application of economic analysis. In conclusion, he pledged to work with the DEAC to resolve problems that might arise in the area of economic analysis.

The U.S. Navy's representative on the DEAC, Captain Paul H. Engel, Navy Comptroller's Office, pointed out that the Naval Facilities Engineering Command has published an Economic Analysis handbook which was given widespread distribution throughout the Navy. Spelling out requirements for analysis, it provides guidance on how analyses of military construction projects are to be prepared.

Additionally, the Naval Supply Systems Command has an active economic analysis staff which has completed a number of studies dealing with such areas as Uniform Automatic Data Processing Systems at Industrial Naval Air Stations, optical screening devices, reports of mean supply response time, and central versus local processing of part-numbered requisitions.

Branch Is Created

A Navy Ad Hoc Committee on cost-estimating has been formed and an expanded cost-estimating and review branch, within the Chief of Naval Operations' Systems Analysis Staff, has been created. This staff has already completed cost reviews of major Navy acquisitions.



Cost effectiveness analyses of major weapon systems are being prepared by staffs within the Office of the Chief of Naval Operations and Naval Systems Commands.

An active program to improve Life Cycle Costing Techniques is underway under the direction of the Chief of Naval Materiel. Life cycle cost analyses have supported certain ship programs. Specific guidance on use of life cycle costs in weapons components has been issued, and guidance for full weapon systems management is being prepared by a Navy Materiel Command study group.

Additionally, the Navy developed a number of educational programs in the area of economic analysis.

Identify Priorities

Future plans for the Navy envision the establishment of a five-year implementation plan to identify priority areas for application of economic analysis and responsibilities for preparation and review of analyses.

Mr. David O. Cochran, Office, Comptroller of the Army, Directorate of Cost Analysis, said, "Economic analysis is enthusiastically endorsed within the Department of the Army."

In order to better acquaint high-ranking personnel within DoD of the importance of economic analysis, the Army Management Engineering Training Agency (AMETA) at Rock Island, Ill., is developing an orientation seminar for presentation in January, 1972, to headquarters general/flag-rank military personnel and to civilian managers of equivalent rank. All military services and Defense agencies are supporting this briefing program to be presented by AMETA for the benefit of the entire Defense establishment.

This project was initiated by Mr. Moot based upon AMETA's demonstrated performance in conducting a similar series of orientation seminar on "R & D Accounting." Arrangements are being made to make this seminar available to command and subcommand headquarters staffs of all Services and agencies upon request.

Active In Training

The Army has been active in the area of economic analysis training. Courses have been developed to assist in application of appropriate techniques to various functional areas. As an example, a program is underway within the Army Audit Agency to equip auditors to make thorough evaluations of

economic analyses performed by field personnel.

Increased emphasis is being directed into the area of Automated Data Systems. Through the efforts of the Automated Data Systems Committee of the DEAC, a guidance paper has been produced to help analysts working in this functional area.

Army Regulation 37-13, "Economic Analysis of Proposed Army Investments," is the Army's implementing document of DoD Instruction 7041.3. Army Regulation 37-13 generated a wide range of participation both at Department of Army headquarters and from the field, particularly within the Army Materiel Command.

Numerous economic analyses have been performed by the Munitions Command, the Electronics Command and the Weapons Command. These analyses have proven useful to managers for decision-making purposes.

Analytical Effort

In attempting to make economic analyses pay off, the Army has looked at the utility of analytical effort from the viewpoint of top and middle management in the field. The Army Comptroller's staff not only gives guidance as to what is required but attempts to help personnel in functional areas develop meaningful and useful analyses.

Finally, the Army supports the DEAC by its active participation as members of the Council and its various committees.

As Assistant Secretary Moot noted at a recent Defense/Industry symposium there is a direct relationship between Deputy Secretary Packard's new Directive 5000.1, subject, "Acquisition of Major Defense Systems" and DoDI 7041.3 on "Economic Analysis." The former provides program managers with broad policy guidance for using analyses as key milestones; the latter provides the specific requirements for doing cost-benefit and cost-effectiveness studies.

What is the future of economic analysis in the Defense Department?

As Assistant Secretary Moot pointed out at the DEAC meeting: "In my judgment, there already exists, within the [Defense] Department, a vast amount of manpower and other resources dedicated to doing, reviewing and using analysis.

"The job ahead, as I see it, is to reform and strengthen an existing system, not establish a new one.

"If we can change attitudes and get people involved in them," he emphasized, "people will be knocking on our doors asking to be enlightened. In my judgment, economic analysis does not cost—it pays."

☆ ☆ ☆

Defense Economic Analysis Council

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TECHNIQUES USED IN ECONOMIC ANALYSIS

- ACCOUNTING
- COST-BENEFIT ANALYSIS
- CORRELATION ANALYSIS
- COST ESTIMATING RELATIONSHIPS
- PROGRAM REVIEW AND EVALUATION TECHNIQUES (PERT)
- PRESENT VALUE
- GAME THEORY
- LINEAR PROGRAMMING
- MANAGEMENT BY OBJECTIVES
- PARAMETRIC COST ANALYSIS
- MARGINAL UTILITY ANALYSIS
- OPERATIONS RESEARCH
- QUEING
- REGRESSION ANALYSIS
- SENSITIVITY ANALYSIS
- SIMULATION
- STATISTICAL INFERENCE
- ANALOG METHOD OF COST ESTIMATING
- ENGINEERING METHOD OF COST ESTIMATING
- RISK / UNCERTAINTY ANALYSIS
- LIFE-CYCLE COSTS AND BENEFIT ANALYSIS

PROGRAM EVALUATION

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